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AUTHOR Sarlos, Beatrice E.
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ABSTRACT

Continuing professional education (CPE), defined as educational services offered to professionals (those who possess initial degrees required for practice) without the restrictions of traditional scheduling, credits, tuition, or instruction methods, is discussed. The importance of a uniform terminology to distinguish the specific area of CPE is emphasized and various terms that have been used to describe the field are explained. The origins of CPE are traced to the eighteenth century in England, and in the United States to the land grant institutions offering community based agricultural teaching. The role of the National University Extension Association in the development of CPE is outlined. The rapid growth of CPE, and its shift into the mainstream of academic life are discussed. Relicensing and recertification requirements have spurred the transition from the idea of initial training to continuing education as the mark of modern pedagogy and have created a shift in emphasis from preservice to inservice training. On-campus programs and services offered to extension students at several colleges and universities are described. Problems of organizing and administering off-campus courses are detailed and the need for specialists in the field is emphasized. Centralized and decentralized systems are discussed and contracting and consorting (sharing faculty resources) are explained. It is noted that there is a need for planning and marketing to create relevant, diverse, and stimulating programs and to encourage participation in CPE programs. Special skills required of CPE administrators, with the emphasis on off-campus CPE programs, include planning and marketing skills, a broad perspective on the field of education, and effective communications skills. (EH)

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BUILDING UP THE OTHER SIDE OF SESAME STREET

Organizing and Administering Delivery of Off Campus Continuing Professional Education

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Beatrice E. Sarlos, Ph.D.
Associate Professor of Education
Loyola College
Baltimore, Maryland

BUILDING UP THE OTHER SIDE OF SESAME STREET

Organizing and Administering Delivery of Off Campus Continuing Professional Education

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BUILDING UP THE OTHER SIDE OF SESAME STREET

Organizing and Administering Delivery of Off Campus
Continuing Professional Education

RATIONALE

The Chronicle of Higher Education [1] recently devoted its back page editorial to the merits of "recurrent or continued education", noting a shift in emphasis away from heavily dosing the learner with "initial education". Maryland's State Department of Education is in the beginning phase of organizing a "state academy" which will train - for the moment - principals in administrative and accountability skills. Change, the latest journal to arrive on the higher education scene, is thoughtfully discussing problems of standard and credibility in what is coming to be known as "life-long education".[2] Such developments in the literature and practice reflect a massive response to the increased needs for opportunity toward continued growth which all segments of the population are now experiencing as a result of social, technological, economic, and philosophical change.

The need to continue one's development has now also been officially recognized by the various professions as prerequisite to the maintenance of competent performance. Thus, continuing professional education joins the ranks of ABE (Basic Adult Education) which had as its initial thrust the aim to provide basic literacy to individuals in need of high school diplomas. The education profession is perhaps the pioneer in continuing professional education (CPE from now on), as history reveals early American efforts to provide for upgrading of professional performance through what used to be called "teacher institutes".[3] It is possible that the practice arose because

of the minimal preparation which teachers underwent before they received their first assignments, many of them in isolated rural areas where communities gladly hired courageous, if unprepared souls, to take on the instruction of barefoot scholars of all grades in one single room.

At first, such teachers' institutes were one or two-day affairs at normal schools or colleges, conducted during a semester break for students. These offerings eventually expanded into month long summer sessions. In our day, while toddlers are being initiated into colors, numbers, concepts, and letters via some lovable puppets on Sesame Street (an educational program conveniently piped into the nation's homes) education professionals are exchanging after dinner naps for courses, seminars, and lectures in a never-ending update of theory and practice in their occupation. And, as their offspring have but to pull the nob to watch Big Bird and Oscar the Grouch, so do parents take off for nearby, convenient locations to soak up additional wisdom.

Year-round professional continuing education for school personnel has been a reality for decades. At first mostly degree oriented, it has now matured into a comprehensive attempt at providing relevant "update" which is not always tied into a degree program. This is in part at least due to the fact that at a time, when fewer individuals leave their jobs for greener pastures, more and more teachers already have earned graduate degrees in their field. Besides, school systems have lately shown a tendency not to equate graduate degrees with assurances of professional competency.

While the education profession was perhaps the first to develop systematic continuing education for its members, however, it is perhaps the last to conceive of continuing professional education as not entirely tied to studies toward certificates and degrees. Even now, few teacher training institutions are enthusiastic about entering into non-credit (graduate, degree

counting, that is) ventures. This reluctance is probably, in part, the result of the long tradition of lock step organization toward ever more exalted heights of academic levels. In part it may also reflect the economic necessity of giving prospective enrollees the documentation which is respected by school systems and rewarded by reimbursement in part or in full of tuition. Then, too, the notion of lateral growth in knowledge and in restructuring present information, instead of advancing along vertical levels in academia is just now beginning to take hold. In this, other professions, which started their emphasis on continuing education much later, have superseded the continuing education for school personnel.[4]

This paper has grown out of a long involvement in the continuing education of school personnel. As a teacher of elementary and secondary subjects, the writer herself experienced M.A. and Ph.D. programs in education. She has now for years been involved in teaching advanced professionals from many school systems. But in recent years these experiences have also included such diverse activities as teaching courses by newspaper through the Exxon Foundation, organizing workshops for CETA employees working with the aged, consulting with particular faculties, developing symposia on educational issues, and organizing regional professional meetings at university conference centers. A special involvement has been the participation in planning, implementing, and monitoring of continuing professional education, toward degrees, toward recertification, and sometimes toward general performance enhancement as desired by individuals, at off-campus locations at a Maryland institution of higher education.

While involved primarily in CPE for school personnel, the writer also has had much contact and some interdisciplinary experience with the

continuing education of psychologists, medical personnel, allied health care workers and officials, and similar ventures. Since CPE of all kinds is now becoming a reality for all professions, writing on the topic seems more realistic when undertaken in a general setting, especially since the literature so far has been sparse and not narrowly focused in regard to off-campus opportunities. The paper will, therefore, deal with off campus CPE in a somewhat general tone. Of special interest is the organization and administration of such activities, the functions exercised by persons involved in the planning, implementing, and delivering of services, and the leadership roles which are emerging as crucial to successful operation.

SOURCES

A variety of specialized sources yielded materials for research. A valuable lead was the computer printout from the ERIC Clearinghouse on Higher Education, although descriptors had to be "crossed" again and again to produce entries. The main difficulty there can be traced to an as yet unsettled terminology in the field of CPE, and this fact will be discussed in some detail in the following section. A day spent at One Dupont Circle, Washington, D.C., brought valuable contacts with officials of various relevant associations in higher education, the most useful and extensive one at the office of NUEA (National University Extension Association). Archives and individuals in that office provided a starting point for further search. Dean Verhalen of the Johns Hopkins University Evening College gave personal time generously for a steering interview and lent materials from his private library. A long distance conversation with Dr. William Turner, NUEA president and Vice Chancellor of Extension and Public Service at North Carolina State University, resulted in more insight into the structure of extended

niversity programs and associations which champion the cause. Journals, such as the Journal of Higher Education, The Journal of Extension, the Vocational Journal, the Journal for Adult Education, and, most of all, Continuum (formerly Spectator), the quarterly journal of the NUEA, are the basis for facts and reflections in the paper. A series of book-length publications and foundation reports were discovered to exist as well but are not all reviewed here, because of limitations of space and time allotted to the project.

TERMINOLOGY

The multitude of terms under which the discussions on the topic are indexed and carried on as well, are themselves an indication of the pluralistic state of CPE at the moment. The cornucopia of offerings under an enormous variety of auspices in public and private education, governmental agencies, and what can be termed the "profit sector" in small scale and big time corporate business have given rise to some of the most diverse language in educational writing. This difficulty will confront anyone wishing to write or reflect on the topic. Terms, such as "adult education", "life long learning", "non-traditional studies", "extension studies", "off-campus studies", "evening college", etc., were most likely at one time used for specific types of activities. But in reports and research writings published during the seventies they have become mingled and often synonymous. Undergraduate evening studies, off-campus professional studies, vocational courses, and non-credit offerings are denoted by the same terms, so that sorting out the various strands and focusing in on off-campus CPE consumed a good deal of energy.

In order to communicate with the public to be served, lobby at appropriate legislative bodies, and account to respective governing boards for one's activities in the field, to write and think about these issues,

terms need to be found which will distinguish the specific areas of education, including the one "on the other side of Sesame Street" which I plan to discuss here. Work toward that goal has already begun. In a report by Lloyd Davis last year[5], an overview is given of the work of a recently formed advisory committee which is aiding the National Center for Higher Education Management Systems (NCHEMS) to streamline terminology in the field. Such efforts, Davis hopes, will result in improved data collecting, more effective communications, and more easily read literature.

The oldest and perhaps most widely used term for off-campus education is "extension". Originally invented to refer to community based agricultural teaching by the land grant institutions, it quickly was applied to general off-campus teaching activities. With the passage of the Higher Education Act in 1965 and Title I provisions for help to cities, "urban extension" became also a widely used term. But as society began to provide learning opportunities for all its citizens at all stages of existence "lifelong learning" became also used to discuss these efforts.

Most recently, the emphasis on and philosophical commitment to uninterrupted pattern of education for individuals throughout all stages of life has brought "continuing education" to the forefront in the terminology[6]. Thus, "continuing vocational education" is discussed, "continuing basic education" is advocated, and lately "continuing professional education" has joined the ranks in the discussion. The shift to an emphasis on the continuity of educational opportunity and activity is seen in the recent renaming of NUEA's quarterly journal from Spectator to Continuum. Under this title it focuses in on a wide gamut of services, among them those for professionals on Sesame Street at locations near to them, but far from a main campus.

For the purpose of this discussion, "continuing professional educa-

t on" (C[illegible]) will denote the educational services rendered to practitioners in possession of initial degrees required for practice without restriction to the format of scheduling, bestowing of credits, charging of tuition, or method of instruction. And "off-campus continuing professional education" (OCCPE) will refer to such activities when they are carried on away from the main campus of an institution of higher education.

ORIGINS

1 England. The thrust of this paper is directed at organizational structure and administrative functions and roles in off-campus CPE. But to understand some of the problems we need to go back to CPE's beginnings. They have left a legacy of arrangements, prejudices, and practices we need to understand. Generally, CPE, along with all other off-campus education, is taken to have descended from the land grant institutions' agricultural extensions for which funds were provided through the Morrill Acts of the 1860's. However, Woytanowitz, in a thoughtful little book on the early years of American "university extension", traces its roots to Europe, calling it an "English import".[7]

Beginning as a philantropy of the Wesleyan movement within the Anglican Church of the eighteenth century and focusing on the salvation of its bible reading working class faithful, English "extension" matured into nineteenth century vocational and cultural education of "mechanics" institutes. There, libraries were available together with scientific instruments and collections of rocks and minerals.

Although early institutes were more geared to entertainment than serious intellectual stimulation, an elitist institution like Cambridge was finally responsible for starting a series of lectures , first for women but later on also for laborers, members of cooperatives, and finally for

ar one who wished to participate. James Stuart, first lecturer, was a Scottish fellow residing then at Trinity College. After experimenting with the extension series for six years, he was successful in getting his offerings formally sponsored by the university. Under the popular title "university extension" these new courses grew to one hundred within a few years. Their format which Stuart had developed was to become standard for fifty years on either side of the ocean: lecture, syllabus, paper work, discussion, and examination.[8]

Finally, in 1876, the London Society for the Extension of University Teaching was organized, later to become London University. Other institutions, Oxford among them, followed. By 1889, there were yearly enrollments of 45,000 extension students in England. But adequate financing remained a problem. Individual courses depended on enrollment for funding. Enrollment, in turn, was entirely dependent on the organizational and promotional ability of local extension leaders and on the popularity of the subject matter.

While overall university organization on the Continent and in England was federal, extension demand for greater course sequence (continuity) brought about the creation of several district university extension associations. Such district associations consisted of unions of several local centers in a particular geographical area. These district organizations then attempted to coordinate courses. But, Woytanowitz stresses, the heart of university extension remained the local center.[9]

Extension courses were promoted by handbills and newspaper campaign, and aided by testimonials of community leaders about the benefits of given offerings. Still, to materialize, individual courses depended on fees from potential clients. Eventually, the search for funds led to outside sources, from wealthy donors who would underwrite local courses or provide scholarships for poor students. The Gilchrist Trust in London, a private educational

endowment, supported some extension services. Miners' unions also were approached but declined to help. The Local Taxation Act of 1890 finally provided funds for technical education. Yet, cultural activities remained easier to fund, mainly because extension leaders were suspicious of funding for technical subjects, considering the mission of extension as primarily cultural.

While support for funding remained precarious, no support could be generated for giving degrees for extension work at all. When such demands for degrees did not abate, some especially strong local extension centers organized into "colleges" which could confer the desired academic recognition. Ironically, the success in obtaining academic recognition subverted the original mission of university extension. Instead of providing access to education for the masses, extension now copied the universities and became more and more the learning ground for upwardly mobile middle class hopefuls.[10]

In spite of structure and organization by government the center of English university extension remained the "human encounter between lecturers and students".[11] Since there was a scarcity of university lecturers who were willing to travel to extensions, successful students often were coached by their instructors to teach the material in outlying, isolated communities. The dedication of these "student" lecturers often compensated for adequate background. Eventually, two types of lecturers evolved in English university extension, the staff lecturer and the lay lecturer. Staff lecturers were full-time employees of the extension syndicate, although they had no formal connection with the university itself. Lay lecturers were successful students of staff lecturers, supervised by them.

In retrospect, then, English university extension can be said to have

begun as a religious philantropy, progressed to social action for a more demanding working class in a forming industrial society, and culminated in a copy of the elitist "Oxbridge" model with extension leaders' preferences and biases directed at cultural over vocational education. Organized by districts, its real vitality lay in local efforts and student-teacher interaction. It developed a two-tier system of instructional personnel consisting of the extension employee with academic credentials and the student lecturer without formal training who compensated with dedication. Its problems remained inadequate funding, problems with "academic" recognition, and criticism by an academic elite. But flourish and grow it did!

2. America. English antecedents notwithstanding, contemporary American off-campus education did develop largely from the community based agricultural teachings rendered through the land grant institutions. As such, its main focus from the beginning was a desire to help improve practice through providing performance guidance along with some new theory. In a truly magnificent anniversary issue of NUEA's Spectator leading figures in extension work have traced these "new learning options for non-resident, part-time students" through various phases of development from 1915, founding year of NUEA, to 1976.[12]

From its humble beginnings extended education is traced to its present state, where it is now enrolling higher education's "new majority", the part-time student. Described by one commentator as America's "Third Era in Higher Education", continuing education and CPE as part of it has been described as having metamorphosed into American Higher Education's "fair haired child" from a former "poor relation".[13]

A series of reports issued by major committees and task forces of foundations like Kellogg and Carnegie, such as the RANN[14] study, have recently concerned themselves with the explosive growth in continuing educa-

t: on at all levels. But some institutions, like the University of Wisconsin, which saw early that service has to be coequal with research and campus teaching, have long been sponsors of extended education opportunities. Since the 1950's with their influx of matured veterans into the universities under the GI Bill of Rights, continuing education has moved more and more into the mainstream of academic life and is now envisioned to be on the threshhold of becoming its very center. Much of the conference methodology, seminar strategies, and other innovative practices and packagings have been developed in the past twenty years. Serving at first a population mostly in need of completing basic levels of education, continuing education has recently become a leading force in the world of professional education.

The relicensing and recertification requirements in the professions mandate periodic updating and retraining through attendance at academic activities in a truly amazing diversity of format and content. Such measures are taken as a counterattack on occupational obsolescence in a period of exploding knowledge and reorientation in practice. Its basis is seen as a need to help fill the discrepancy gap between what a person can do and what he could do if he acquired the latest set of skills and the most recent knowledge.[15] It also forecasts that such gaps can never be filled for any great length of time, but that they will recur periodically. The Carnegie Foundation on Higher Education states that "occupations and professions need to update periodically", and recommends that a degree or some other form of credit be made available every other or even every year. [16] As one CE specialist expresses it,

> The transition from the idea of initial training to that of continuing education is the mark of modern pedagogy.[17]

That this expressed notion has begun to take hold is evidenced when enrollment figures are examined. In 1972, for the first time, the number of part-time students surpassed that of residents in higher education. By 1975 the ratio of

part time to full-time students had grown to 3:1, a proportion which is still showing no sign of being reversed in trend.[18]

CURRENT PICTURE

Applied to professional education, the current emphasis on continuing education has brought about a shift in emphasis from preservice to inservice training. With Title IV of the Older Americans Act of 1967, a third phase is now beginning to emerge: post service education for retired professionals. Clearly, professional education is in line with general national educational trends and developments.

The "diversity" of continuing education is expressed in the vast array of options made possible for professionals who are continuing their education. It is evidenced in the numerous options in regard to content, scheduling, location, and crediting from which CPE clientele is able to choose.

While society and its professionals are not becoming deschooled according to Illych's forecasts a decade ago, the continuing education of all its citizens is certainly becoming de-timed and de-spaced.[19] It is also becoming de-formated as mature learners, most of them able to pay their own way, begin to insist on convenient, effective, interesting, and useful educational service. This opening up of all aspects of continuing education has generated some of the most innovative offerings education has seen in many years. In higher education it has produced a veritable revolution which even the staunchest conservatives are unable to resist. It has also caused a spiral of not-to-be-topped inventions and offerings from competing institutions, all trying to jump into the lucrative market, which is reminiscent of the international arms race between East and West. Institutions, many of them operating on marginal budgets these days, find themselves hard pressed to keep up with the Joneses in an effort to attract their share of the CE and CPE clientele. Newspapers and catalogues promise

incredibly convenient and interesting courses, seminars, workshops, and more to a point where some concerned observers have raised questions about credibility and truth in advertising.[20]

Thus, on the other side of Sesame Street, there is some worry over adequacy of what is being built up, and the inspectors are beginning to take a closer look at its foundations. Regional accrediting agencies, which for a long time have been primarily interested in the quality of daytime undergraduate studies are starting to look at CE and CPE arrangements by higher education. Especially, off-campus CPE is coming under scrutiny, since much of it is still carried on within the framework of graduate degree granting programs.

In an effort to provide convenient service for knowledge-hungry practitioners, graduate faculty involved in CPE has begun to go on the road. Their motive often has been service, but not always. It has been commented that the right interest in OCCPE (Off-campus Continuing Professional Education) exists for the wrong reasons. The mad scramble for the tuition dollars of professionals who find themselves forced or willing to invest in continued education has led formerly uninterested campus-based professors to attempts at securing overload income as "regular" campus enrollments show rapid decline.

This increasing involvement of regular faculty is causing concern over their continued ability to devote time to the type of research which generates the knowledge base in the disciplines that contribute to the training for the various professions. Often institutions who are eager to corner their share of CPE dollars, press campus based faculty into off-campus service. Such practices effect especially the more research-oriented universities and are becomming criticized by accrediting agencies and associations.

Because OCCPE is getting to be big business, almost every institution which is at all able to initiate programs has been establishing centers, extensions, or at least has been renting or borrowing classrooms for instruction

at some locales. This is beginning to cause serious overextension of faculty resources in some cases. Properly sequenced programs at off-campus locations are also hard to sustain, since in a highly competitive market with fluctuating professional relicensing and recertifying requirements, enrollments are difficult to predict.

Services are also presenting a difficulty in the delivery of OCCPE. Accrediting agencies are taking a closer look at library provisions for the often high level professional offerings at some institutions' outposts. A recent survey[21] shows a tremendous range of budgetary, staff,and delivery systems for services.Institutional commitments vary from a budget of hundreds of thousands of dollars with separate collections serviced by specialized full-time staff to no allocation in either category at all. The University of Maryland keeps a separate collection of 8,000 volumes with 4000 titles for extension students who may also borrow from the main collection. It maintains one full-time professional for the collection with one part-time student assistant. All this is underwritten by a separate $20,000 budget. At a private institution in the same state, the Johns Hopkins University extension library services are listed as being provided through the main collection. Loyola College, sharing a library (as a separate corporation) with the College of Notre Dame, an institution with continuing but neither graduate nor off-campus programs, has no formalized provisions for separate OCCPE library services and handles requests on a case by case basis. In general, according to the survey, ability to provide enough materials for off campus use solely from extension libraries seems to be declining.[22]

Many extension educators and administrators have also voiced distress a= bout the attempt of campus departments to take over CPE and OCCPE. Now that it has become respectable and big business, says one such professional, it seems to be considered "too important to be left to the extension educator".[23] Thus,

ex nsion educators are finding themselves disenfranchised in their own land after having tilled an unwanted soil for many decades. At the same time campus based faculty and administrators frequently have little experience and expertise in dealing with the off campus type dimensions of CPE, having received their own training and collected their own experiences in an education system characterized by formality of structure, content, and requirements. In their present roles they now must deal with the growing pains of an emerging type of education with which they feel little kinship and for which they are only now beginning to develop some respect. Yet, as OCCPE is moving toward the mainstream of higher education where it may even become its center, its integration seems desirable for many reasons. Some of these will be discussed in the section which deals with the organizational structure of OCCPE.

One of the problems in developing and sustaining OCCPE is the little training which traditional campus based administrators have in planning for community-based education. How to define a potential target clientele for OCCPE, determine the enrollment projections, and assess professional needs, requires some specific skills which most individuals do not just pick up "by osmosis". Thus, training of OCCPE administrators or persons involved partially in such ventures has become a concern of some persons in the field.[24]

But not only planning OCCPE presents some problems for those new to the field and coming from the more traditional campus-based ventures with an already established mind set. How to "bring students out of the woodwork"[25] once a program is implemented requires additional expertise. The area of marketing OCCPE has lately been the subject of some thoughtful writing which will be discussed later on in this paper in some depth. How institutions can avoid splitting enrollments in a tight market is another issue related to such concerns as well. Here some creative suggestions or even agressive demands by state agencies have been advanced for cooperation and sharing.

Finally, one crucial question in OCCPE, along with the same problems faced by all continuing education, has become the question of how to improve the instructional quality together with the climate of off campus ventures. Faced with a sophisticated clientele of critical and knowledgable professionals, many of whom are themselves instructors in their own fields, institutions offering less-than-well-run OCCPE programs have had many headaches because they cannot afford to have their main campus reputation damaged by unsatisfactory off-campus activities.

Many private institutions are now trying to corner a part of the OCCPE market to enhance their financial status but are unable or unwilling to commit appreciable resources. Thus they are having a hard time satisfying on and off-campus critics with their often justified complaints. Yet, in a market of declining undergraduate full-time campus enrollment to jump into OCCPE ventures, many of them highly specialized, promises to be the answer to the budget maker's prayer. Only after implementation of such programs does it become obvious that some of them contain "hidden costs" which had not been anticipated. Some institutions, therefore, have begun employing specialists to help plan and market OCCPE more effectively.

In summary then, we can say that OCCPE, along with all continuing education, has been found to be in demand, vital and diverse, but also suffering some growing pains. Interestingly, the growing pains are still the same in most situations as those faced by their English ancestors of the eighteenth and nineteenth centuries. There are still problems of gaining academic acceptance from the traditional campus professionals, providing sequenced offerings over an extended period of time, finding adequately prepared and committed instructors, obtaining instutional financial commitment, planning and promoting programs, retaining institutional identity, meeting internal and external standards, avoiding drain on existing campus programs of resources both human and material, and arranging for materials

in comfortable facilities with an expertly organized administration. How some institutions and systems of higher education have tried to solve these problems while building up the other side of Sesame Street will be the topic for the next section. Not all aspects of the problem will be equally treated in length and depth, the entire field being enormously broad in dimension. What interests the writer most, at the moment, is an examination of the organizational structure of OCCPE, its planning and marketing provisions, and the emerging roles of administrative responsibility and leadership functions.

ORGANIZATIONAL STRUCTURE

Flow charts of institutional governance reveal a variety of organizational arrangements for off-campus education, including the continuing and often professional kind. As noted earlier, the historial English model had two inherent structures of organization to it, one formal, the other informal. Federal organization divided university extension into regional districts which took care of the "official" governance. But with this, there coexisted more intangible and personal ties and arrangements. These were expressed in the encounters between extension educators and their local student clientele and between a professional staff lecturer and his personal student emissary to outlying posts. Both formal and informal structures seem to have been mutually supportive.

In contemporary CPE and OCCPE two distinct forms of organizational structure are discernible, with a variety of hybrid forms evolving as well. The main forms of such organizational structure can be seen as centralized and decentralized respectively. Both have certain merits, certain drawbacks, and receive some support by individuals in the field. What model to adopt has become one of the main issues in the field of continuing education at all levels. A discussion of OCCPE structure will then have to be carried on within the framework of a more general discussion on the structure of CE and CPE.

i. centralization

In centralization, a CE unit is administered by a separate arrangement apart from any administrative contact with other campus departments. Depending on the size of the institution, the first administrative officer of a CE unit will be either a director, dean, or even vice president. For example, the Johns Hopkins Evening College is headed by a dean who reports to the provost of the university. The North Carolina State University has a Vice Chancellor for Continuing Education. Loyola College in Baltimore administers its credit earning off-campus programs through the deans which coordinate the undergraduate or graduate programs on campus respectively, has a director for continuing-credit and non-credit earning professional programs on and off campus, and employs a "coordinator" of special events (such as its Creative Living Program for senior citizens) who reports to the Vice President for Development or the Academic Vice President, depending on the nature of the given program.

Centralized administrative units, such as the "classic example" of the Johns Hopkins University Evening College, develop their own schedules, publish separate catalogues, grant their own degrees, and administer their own budgets. Many of them operate as auxiliary service units in regard to financing, i.e., they are fiscally autonomous. Most of them are not only autonomous but also self sustaining. This generally means, that their operations are dependent in scope and quality on the revenues they are able to generate. It is not clear, what institutional reserves are committed to them in case of financial crisis. Yet, if ever more graduates of CE programs and CPE programs will donate to the alumni funds of universities, centralized units should be able to expect their share from such funds.

The centralized CE unit also often hires its own faculty, at least its adjunct faculty. Some large institutions, like the JHU in Baltimore, have a

sm ll cadre of full time "Evening College" professors who are exclusively employed for services in that division. Like their early English predecessors they have no claim to tenure, although they are highly qualified professionals. At JHU, long term contracts take the place of tenure. Whether such individuals, upon retirement, can lay claim to official "emeritus" status, is not clear.

There are some advantages to the centralized unit model in CE. First, it would appear, the administrative focus will be more finely attuned to the specific needs of continuing education. Administrators whose main job it is to make arrangements for and monitor the maintenance of CE programs can be expected to have a greater level of expertise in this area. They will also more likely have a greater commitment and dedication to serving the needs of its student clientele, be more sensitive to problems of adult learners with full-time occupations and family demands, have more know-how in regard to staging the appropriate physical setting of such programs, and have more contacts with prospective target populations. Not only do they have experience and orientation geared to continuing education, but their very livelihood generally depends on the success of the operation. While campus-based administrators are still largely content oriented, CE unit administrators have more understanding for the importance of process in many, although not all cases.

However, CE centralization is often found to be a divisive factor in faculty relations. The historical bias against "extension" in regard to educational opportunity on or off campus still exists, its most dominant example the practice not to tenure most evening college professors. The frequent effect is that truly competitive faculty cannot be attracted in sufficient numbers or that those hired cannot be expected to remain when more permanent offers are made to them by other institutions. The continuity of some programs might thus seriously be endangered. However, at present the tight job market in academia has had the opposite effect. Otherwise unattainable scholars have become available to CE units.

It would also seem that many institutions add centralized CE units with an eye to financial profit. Most of all, since income in such units often is generated through tuition revenue, the emphasis will be on hiring teaching versus research faculty. Thus, centralized CE units' research activities are reduced at all but a few top institutions that can garner substantial federal grants through Titles I or III of the Higher Education Acts to subsidize scholarship.

One of the most serious shortcomings of centralized CE is the over-dependence on an adjunct faculty for whom professional development funds simply do not exist. This in turn tends to increase the distinction between campus full-time traditional faculty and the "evening college" or "extension" corps of instructors. This then in turn impairs credibility and status of centralized CE programs in many institutions.

Yet, in a well run centralized unit the administrative officer has opportunity to exercise flexibility of operation. Thus, revenues from a well-enrolled continuing engineering education program may be taken to boost a faltering but necessary literature course. Such internal equalizing of program opportunities are seldom possible in decentralized arrangements for CE where the departmental "territorial imperative" and jealousies from discipline to discipline may prevent joint action from coming into reality.[26]

Applied to CPE on and off campus, the alienation of research from practitioner faculty can be extremely dangerous, especially when advancement of theory is the basis for enhanced practice in fields like education, medicine, or engineering. Often, too, relicensing and recertification standards demand high levels of instruction which depend on continued scholarly faculty activity. The University of Wisconsin early on recognized the importance of scholarly involvement in CPE, and promoted faculty crossover, although it continued to have centralized extension patterns.

On the other hand, in such fields as psychology and education, CPE often not only benefits but is also dependent on practitioner adjunct faculty who introduce a sense of realism. Many practitioners are able to report the latest developments in the field, invite their students into practical situations for observation, and have more credibility with advanced students who often are skeptical of "ivory tower" types telling them what to do without having to prove competence in practice.

Besides, local adjunct instructors in OCCPE programs carry out valuable public relations functions. They spread word about an institution's program and often "bring with them" substantial enrollments. For instance, school supervisors teaching in OCCPE are often known to the teachers who are served by a given extension program.

ii. decentralization.

The decentralized model of CE organization exists when individual schools, departments, or divisions are the locus for administrative control over various programs. In general there has been a shift to that model of organization in preference over the centralized structure. The general rationale is that this tends to better integrate departmental disciplines into continuing education activities, encourages full-time faculty involvement, and thus adds academic strength and allows sharing of supportive resources. Full time faculty who are involved in CPE programs on and off campus tend to view these programs more as "their own" and are more willing to contribute to them in depth. This then also results in a greater understanding of the dimensions of CPE, especially when it is carried on at some distance from the main campus. Full time faculty who become participants in OCCPE often voice great surprise at the academic "respectability" of these ventures. In learning to appreciate them, they are more willing to help expand them, particularly when they begin to take on decision making roles.

Decentralized OCCPE often serves as revitalizing force for campus

based scholars who have been isolated from the "real world" of action and practice for some time. Teaching theories of leadership to, say, teachers and supervisors at a given locale, can serve as eye opener for a professor who years ago left the schools to earn a Ph.D. and write. The more relaxed format of OCCPE, which subtly shifts the importance in the instructional program onto the practitioner's "turf" often gives rise to a more equitable give-and-take between faculty and student clientele.

Old time "extension experts" tend to view decentralization of continuing education with some alarm because it threatens to take control away from their protected areas. Some have commented that the sharing of resources in decentralized structure works generally to the advantage of campus based efforts with campus departments syphoning off the lucrative yield from off-campus enrollments. This most likely is true in many cases, especially in institutions which only lately are jumping into the OCCPE market in order to increase revenue without much commitment to the mission which they are anxious to undertake. It can be argued, however, that increasing involvement in OCCPE by campus-based departments will lead to greater understanding of and respect for such activities. Traditional faculty will be finding programs to "grow on them", as one observer has remarked to the writer.

Institutions, which structure OCCPE in decentralized fashion ought to be aware of the fact that such ventures, especially when institutional prestige or a specific professional credibility is involved, need to be adequately researched before they are created, because once implemented, they require a commitment for sustention, at least till all those enrolled can be graduated (when degrees are involved). Some colleges and universities have found that OCCPE has been a drain on their resources, especially when its decentralized structure has led to the administration of programs by a leadership which was formerly oriented to judge success by enrollment rather than cost effectiveness.[28] At least one extension

expert has warned that OCCPE needs to be viewed more from the perspective of cost effectiveness than enrollment figures, since new locations, delivery mechanisms, and promotion all represent hidden costs.

Generally, decentralized organization seems to offer more benefits than problems, however, when handled by competent individuals who have the perspective and the skills which OCCPE demands. As evidenced in advertisements of positions available in the Chronicle of Higher Education, a new type of professional is emerging in higher education. Called by various designations, he is a continuing education specialist, who has acquired special understandings and competencies either by continued personal experience through involvement in the activities of OCCPE, or who has received formal training to ready him/herself for the role.[29] Some specific leadership functions to be exerted in the increasingly decentralized structure of CPE and OCCPE will receive attention in the next section.

With respect to OCCPE, professional standards and the prior active professional involvement of most campus-based faculty logically suggest a decentralized structure of governance. In larger instutitions with entire professional schools, such decentralization is often carried on in clusters of disciplines which contribute to the professional preparation, initial or continuing, of practitioners. But in smaller institutions, departments like to "own" their OCCPE programs, to ensure overload for their specific faculty. Such narrow arrangements, while they eliminate positioning for places in the sun by strong departments on campus, tend to make for narrow perspectives in programs, with students taking too many courses from any one faculty member and missing out on interdisciplinary viewpoints for their professional practice. Departmental arrangements often also mean that OCCPE ventures which are exclusively in the hands of a relatively small department have a high mortality rate when enrollments begin to drop off. After one wave of local practicing professionals has passed through a program somewhere away from campus, succeeding waves of students

often have different needs, requirements, or interests. But when OCCPE activity somewhere has been "fixed" at some considerable cost to a department there can be understandable reluctance about restructuring it. Departmental faculty tend to have developed vested interests, such as fully developed courses, and tend to look toward convenience for continued teaching at these distant locations.

To monitor the well being, continued relevancy, and economic welfare of OCCPE is, then, no small task. It certainly is one for which some specific training and development seems called.

iii. contracting

Viewed with much concern is the increasing practice of institutions to contract for delivery of OCCPE. Institutions have begun to "bring in" entire packages of instructional modules or even entire programs for which they themselves have neither resources nor faculty talent. "Group dynamics", or "teacher effectiveness" packages are often contracted for to round out offerings from institutions' own faculties, as are "career" modules, "clinical components" at corporate educational concerns, etc. Often such contract delivery is the only way in which CPE accreditation standards can be met by a college or university.

The problem with such contracting arrangements lies with the control which individual institutions may be yielding over the quality and process of OCCPE. Some enterprising education corporations from the private profit sector have been extremely successful in packaging popular activities that are currently in great demand for the continued education of certain segments of the professional population. Delivering prepackaged instruction has turned into a lucrative enterprise, which can also be beneficial for an institution's OCCPE program. But, often such packages are not in all aspects focused on the needs of a specific local OCCPE clientele. These corporate ventures are generally attractively

p. kaged, including up-to-date audiovisuals. However, institutions need to monitor these contracted OCCPE components. Otherwise, a program may be only "at" the institution, but not "of" it, although the institution gives credits and status to it by certifying it academically.

Similarly, OCCPE delivered to outside agencies by the institution, even with its own faculty (at corporate sites for employees or at a school system's facility for a group of teachers) needs to be scrutinized. Is a given "contract program" congruent with general institutional standards and with the philosophy of the institution? Is it contradictory to its stated mission?

iv. consorting

A development during the last decade has been the growing cooperation of institutions in their off-campus efforts. In order to avoid splitting a limited enrollment, to share faculty resources and available materials, to alleviate maintenance costs at off-campus locations, consortial structures have evolved, many for continuing professional education. Continuum has recently devoted an entire issue to the examination of this latest development.[30]

At all levels of instruction, extension cooperation and consorting is now taking place. In some cases private institutions have even pooled, not only with others of the same kind but also with public ones. Since state boards of higher education have become aggressive about preventing overlapping of extension programs by different institutions, such developments ought to meet with their approval.[31] Consorting might also allow institutions to engage in programs for which they alone do not have adequate resources. Narrow territorial restrictions imposed by state boards could also be circumvented in that way. Joining in a consortial arrangement with another institution which has an approved off-campus program but still needs additional resources might allow a "consorting" college or university to gain foothold in a geographical area in which it is not now active.[32] Such problems as different tuition structures, grading standards, etc.,

m ght pose temporary obstacles, but can hardly be given as reasons for rejecting consortial practices by institutions which are seriously interested. Again, administrative leadership of a special kind will be needed to work out such residual problems, when sharing is desired.

In addition to expanding instructional programs, sustaining enrollments, improving scope and quality of offerings, consortial arrangements are also able to provide a pool of expertise for planning needs assessments in a given OCCPE field. Many institutions which now proclaim that "the state is our turf" would profit from less emphasis on the territorial imperative because shared promotion costs could alleviate costs. In addition, a valuable service could be rendered to practicing professionals who must peruse a multitude of brochures and newspaper advertisements to study where their continuing education needs will best be served. Yet, the old notion of institutional autonomy is hard to die. Says one observer, "There are more sacred cows in higher education than in the whole of India."

TWO IMPORTANT ADMINISTRATIVE FUNCTIONS

In the remaining section of the paper we will take a look at two specific functions which OCCPE administrators have to perform: planning and marketing. Of all the functions, which include such diverse activities as coordinating resources, hiring faculty, meeting students, maintaining facilities, making budgets, monitoring instruction, evaluating programs, and aiding faculty, planning and marketing stand out as especially crucial. Planning is necessary so that the OCCPE be adequate, relevant, and stimulating. Marketing is a must, because no program exists without clientele.

i. planning.

In the June 77 issue of Continuum, which is almost entirely devoted to continuing professional education with much emphasis on off-campus programs,

Pl .lip Nowlen, director of the Center for Continuing Education at the University of Chicago speaks of the reciprocal ignorance between prospective OCCPE clientele and planners. In order to be successful, OCCPE planners ought to conduct accurate needs assessments of the professionals in areas which they hope to serve. Practitioners as prospective clientele also need to be better informed about what is available to them from higher education in order to make more intelligent choices. Often they suspect institutions of narrowness in focus, and are unaware of the interdisciplinary brokerage that can be put together for them.[33] Other experts in the same issue join Nowlen in proposing that OCCPE-planning institutions form advisory boards consisting of faculty and administrators, local practitioners, professional local association representatives, prospective clients' employers like hospitals and school systems, and even local consumers of the professional services which are to be enhanced. It is suggested that needs assessments be carried out initially and repeated regularly by participating OCCPE institutions to monitor the adequacy of initial plans. Formative as well as summative evaluation is advised. Such planning should include projections for revenue as well and project foreseen needs of the institution in similar fashion.

Planning should also include examination of what type of recognition is most appropriate for a planned OCCPE offering. The Commission on Non-Traditional Study in its report, Diversity by Design[34], makes the recommendation that universities must get away from their degree granting obsession. This comment is occasioned by the Commission's findings that many institutions, especially smaller ones, have preferred to offer graduate level, credit-earning CPE. Possibly, the preference is caused by the more easily calculated and predicted tuition revenue based on standard pricing at the institution. It may also reflect concern that non-graduate-credit earning offerings are going to attract less enrollment because of prospective students' uncertainty over reimbursement by

employers. It is known, that school systems have generally practiced tuition reimbursement of mandated course work for required advanced degrees. Yet, within the framework of non-credit - at least non-graduate credit OCCPE - a multitude of innovative options would be possible for practitioners who are not in search of a degree.

It was already noted that many professions have adopted the practice of requiring continuing credit for recertification and relicensing of their members. Only the education profession itself has been reluctant to go over to that practice. Yet, as was also noted, school systems and state departments of education are engaging heavily in all types of inservice for which they themselves are giving inservice credit. This is actually crediting of continuing professional development. Thus, planning for OCCPE needs to focus on types of credentialing for participants, and not only on content and format.

In connection with planning for relevant credentialing of OCCPE, planners need also to examine pricing of projected programs. Many institutions have gone over to differentiated pricing, similar to industry, charging a lump sum to a target group rather than individual fees. Conference fees are becoming popular as well.

In summary we must say that planning of OCCPE can only briefly be touched here, so vast are its dimensions and its implications. But one important criterion for planning OCCPE has clearly emerged: provision for safeguarding of diversity! It has been said that continuing education is at the cutting edge of American education. Such considerations as making advanced degrees available for all programs ought not to prevent the diversity of the enterprise which has so long been characterized and admired as creative response to widely divergent needs. Jacques Barzun has said, that the problem of obsession with degrees could be solved if every American were given a Ph.D. at birth. Then everyone could go to school to study

when and what he liked[35]. One might add that then OCCPE could be all it is capable of being instead of only what is mandated for it.

ii. marketing

According to one expert, "marketing is the stuff of life for Continuing Education".[36] When businesses fail, it is generally because they have failed to observe the market. This can happen to institutions as well. It takes a special set of skills to assess the salability of a program, alertness, and ways of knowing how to stay abreast. Marketing begins with the audience and ends with the product, says one expert. Generally, in regard to the latter, after need assessment has taken care of the former, the best promotion is an imaginative and useful program.

The problem of retaining the imaginative quality of programming has been a worry for some OCCPE planners, who are finding that the success and expansion of their offerings has led to the creation of the type of bureaucratic process which is counter-productive of creativity and freedom of operation, both early assets to OCCPE on and off campus. Some also feel that in a centralized unit the traditional prejudices and restrictions are minimized, because channels of communication are more attuned to calls for action.

Whatever the organizational structure, OCCPE, like all other CPE and CE, needs to be effectively promoted. Until recently, higher education has shied away from agressively marketing its products. But now it should learn to become proficient in the required skills and practices, says one expert. Marketing is a pervasive social activity from which no institution can shy away.[37] Many OCCPE administrators, however, having come up through the ranks of the teaching professions, are not skilled in marketing techniques and need assistance. There are now professional marketing specialists available to them who concentrate on assistance to institutions with the preparation of market surveys, catalogues, promotional brochures, media campaigns, etc. But at the moment, it seems that the problem of dependence on local instructors for the promotion and publicizing of his

cc rses, as old as English university extension, is still with its modern descendent.

Recognizing the need for developing marketing skills among its administrators, NUEA devoted its 1974 annual meeting to the theme of marketing. The variety of traditional methods to disseminate information and stimulate interest, such as newspaper, TV, bulletins, mailing, etc. are too well known to be discussed here, but an interesting article devoted to applying a concept from commercial marketing practice may be of interest.[38]

Traditionally, marketing has stressed the uniqueness of the given product. Under this concept, advertisers lay claim to a product's superiority over similar products. However, as the number of competitors grows, it becomes more and more difficult to lay claim to uniqueness of one's own product without making false promises. All advertisers, especially institutions of learning, ought to avoid unethical advertising. Besides, as the consumer is faced with an increasing flood of promotional materials from competing sellers, it becomes more and more difficult for him to gain an overview over what is available and preferable. We all know too well the fate of junk mail in our own mail boxes.

Instead, it is argued, the positioning concept promises to be more useful for handling advertising in OCCPE. In positioning, the advertiser avoids direct comparison with other products. He concentrates on a specific segment of the market toward which he develops appropriate strategies for approach. Several factors are important in positioning. Image is important. In the uniqueness approach image often suffers in comparison with other institutions that practice less aggressive marketing. Once the target segment has been defined from the universe of potential enrollees, personal visits can be made to the potential professional clientele. Consulting services may be provided for them. Working with individuals up until and throughout enrollment also enhances the image of an institution and its OCCPE program.

Other factors important to the positioning concept are listed as sales promotion. Appropriate information in appealing format may be put into the client's hands. An important factor is also publicity. The last factor is considered especially important and effective because news media releases are generally less critically received since they are non-sponsored and, therefore, treated as news items rather than comeons.

One can only scratch the surface of the marketing dimensions of OCCPE which the roles of its leaderships must encompass. A study of marketing OCCPE seems necessary but none was found available. Whatever was written on the subject had to be gleaned from tangential treatment of more widely conceived studies on marketing of continuing education. Yet, because the clientele of OCCPE, with its sophistication and financial independence differs considerably from other CE enrollees, specific strategies could be adapted for marketing it.

SUMMARY AND CONCLUSIONS: APPLICATIONS FOR ADMINISTRATORS AND INSTITUTIONS.

1. Leadership Qualifications.

Much remains to be considered in a discussion of the organizational and administrative dimensions of off-campus continuing professional education. The topic itself is only now becoming separated in the literature from the wider issues of continuing and off-campus education. But the foregoing reflections lend themselves to some suggestions toward improving the effectiveness of leaders involved in the field.

i. Perspective

First of all, to successfully navigate themselves and OCCPE programs entrusted to their care, administrators need to gain perspective. By that I understand that they will benefit from a knowledge of the national, regional, and local state of affairs in the field of continuing education for professionals. This will include a knowledge of state legislation, of mandates from state boards of higher eudcation, and of accreditation standards outlined by accrediting bodies in higher educa-

tion. To gain such perspective, OCCPE administrators need to be well versed in the literature pertaining to their subject.

They also need to be up-to-date in their knowledge of the various task forces, foundations and commissions which are involved in the improvement of OCCPE. How such bodies function, where their offices are located, what publications they issue, and where information of all this can be obtained requires a constant attempt at briefing oneself for one's job.

ii. Skills

Secondly, one needs skills of specific kind, not unlike those which are needed by leaders in business. PLanning techniques, market researching, futures forecasting, product promoting, cost assessing, budgeting, hiring and firing of personnel, are all activities which need to be practiced, understood, and explained. One important skill falling into this area consists of being able to delegate what can be done by others. Being able to critically assess one's weaknesses is also a crucial skill, because help can be obtained for functions which an administrator is not able to perform.

Finally, communicating with others in an atmosphere that is electrically charged by professional jealousies, maintenance crises, budgetary constraints, and sophisticated student expectations, is a must. The OCCPE administrator has a foot in both worlds, the traditional discipline-oriented world of campus life and the avant garde, mercantile, and restless, constantly changing world of innovative continuing education. Here the ivory tower meets the business district, on a very special block on the other side of Sesame Street. Who can be successful there? An amazing number of individuals have found that they are stimulated by the diversity of these challenges. An ability to move quickly, tolerate failure, and survive on the cutting edge of higher education call for a unique individual who can appreciate the exacting demands of scholarship, but who can also thrive on the hustle in the market place. What do you do when you come across such an individual

Sell him or her on the advantages of living on the other side of Sesame Street, where the values are going up rapidly.

2. Institutional Decisions

As an institution, how do you decide when and where to venture into OCCPE? Some wisdom lies in not going into a venture where you must tie up too many resources with which you cannot gamble. But once you have jumped in, the initial commitment needs to be backed up strongly. Running OCCPE on a shoestring and expecting lucrative yields from it is unrealistic. As with any worthwhile venture, resources, both human and material, have to be committed to its development. When such resources are considered too taxing for a single institution, the solution may lie in consorting of some kind. Whatever the plan, special tasks will abound, some of them outlined in the foregoing pages.

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[29] This notion of the importance of preserving institutional identity through control is expressed by a number of writers on the subject, and seems to be a concern to which attention ought to be specifically directed some time.

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